

## Message Text

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PAGE 01 STATE 044121  
ORIGIN OES-07

INFO OCT-01 EUR-12 ISO-00 SS-15 DOE-11 SOE-02 ACDA-12  
IO-13 NSCE-00 INRE-00 CIAE-00 INR-10 L-03 NSAE-00  
EB-08 NRC-05 DODE-00 SP-02 CEQ-01 PM-05 /107 R

DRAFTED BY OES/NET/EST:JBORIGHT:JW  
APPROVED BY OES/NET/EST:JBORIGHT  
EUR/RPE:WSALISBURY (SUBSTANCE)  
S/AS:PFARLEY  
DOE:SLAWSON  
ACDA:RROCHLIN  
IO/SCT:AJILLSON (SUBSTANCE)

-----103322 201749Z /43

O 201742Z FEB 78  
FM SECSTATE WASHDC  
TO AMEMBASSY VIENNA IMMEDIATE

C O N F I D E N T I A L STATE 044121

USIAEA

E.O. 11652: GDS

TAGS: ENRG, MNUC, TECH

SUBJECT: REQUEST FOR US ASSISTANCE IN HANDLING NUCLEAR  
SPENT FUEL

REF: A. VIENNA 00077, B. VIENNA 958, C. STATE 177246

1. THIS CABLE ADDRESSES SUBJECT AUSTRIAN REQUEST. PARA  
2 IS SOME RELEVANT BACKGROUND AND RECENT DEVELOPMENTS,  
PARA CONTAINS POINTS WHICH AMBASSADOR SMITH AND/OR  
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KREISKY AND/OR FOREIGN MINISTRY (REF B), PARA 4 ADDRESSES  
NEXT STEPS AND PARAS 5 AND 6 CONTAIN FURTHER POINTS FOR  
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USE OF EMBASSY.

2. BACKGROUND

A. GIVEN THE SUPPORT WHICH AUSTRIA HAS GIVEN TO THE  
OVERALL US NON-PROLIFERATION GOALS AND ITS VERY REAL  
MATERIAL SUPPORT FOR IAEA OPERATIONS, WE ARE BASICALLY

SYMPATHETIC TO AUSTRIA'S NEED FOR ASSISTANCE IN SOLVING ITS SPENT FUEL STORAGE PROBLEM.

B. ON A TECHNICAL LEVEL, WE ARE REASONABLY CONFIDENT THAT EITHER SPENT FUEL OR HIGH LEVEL WASTES CAN BE

STORED FOR LONG PERIODS OR DISPOSED OF SAFELY. AS A PRACTICAL MATTER, HOWEVER, NEITHER THE US NOR ANY OTHER COUNTRY HAS AT THIS TIME DEVELOPED AND DEMONSTRATED A CAPABILITY TO DO THIS IN A SPECIFIC CASE, OR DEVELOPED A DOMESTIC CONSENSUS ON THE ACCEPTABILITY OF A SPECIFIC SITE. THE TALKING POINTS IN PARA 2 BELOW ARE MEANT TO ILLUSTRATE THE STEPS THROUGH WHICH WE WILL HAVE TO GO DOMESTICALLY TO IMPLEMENT A PROGRAM.

C. WITH REGARD TO STORAGE OF FOREIGN FUEL, TWO RECENT CONGRESSIONAL ACTIONS (THE NON-PROLIFERATION BILL AND THE DOE FY 78 AUTHORIZATION BILL) INCLUDE PROVISIONS FOR CONGRESSIONAL REVIEW AND POSSIBLE OVERRIDE OF ADMINISTRATION PLANS TO STORE FOREIGN FUEL. WE WILL PREPARE AN OVERALL STORAGE PLAN FOR FOREIGN FUEL AND WILL CONSULT EXTENSIVELY WITH CONGRESS AND STATE GOVERNORS, AMONG OTHERS. IN THE MEANTIME WE CANNOT MAKE SPECIFIC COMMITMENTS TO OTHER COUNTRIES, AND BELIEVE IT IS IMPORTANT, BOTH DOMESTICALLY AND INTERNATIONALLY, THAT THIS BE UNDERSTOOD. WE CAN, HOWEVER, AGREE TO EXAMINE IN DETAIL THE NEEDS

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AND OPTIONS OF INTERESTED COUNTRIES, AND IN CASES WHERE WE ARE BASICALLY SYMPATHETIC ASSURE COUNTRIES THEIR REQUESTS WILL BE SERIOUSLY CONSIDERED. WE HAVE ALSO RECEIVED A REQUEST FOR STORAGE HELP FROM DENMARK WHICH IS TRYING TO DECIDE ON WHETHER TO LAUNCH A NUCLEAR POWER PROGRAM. THE POINTS IN PARA 3 ARE ESSENTIALLY IDENTICAL TO THOSE USED IN REPLY TO DENMARK.

3. THIS PARA CONTAINS POINTS WHICH CAN BE MADE IN RESPONSE TO AUSTRIAN REQUEST. DEPARTMENT SUGGESTS THAT EMBASSY AND EMBASSADOR SMITH CONSULT ON EXTENT TO WHICH REPLY SHOULD GO PERSONALLY TO CHANCELLOR KREISKY, AND ON APPROPRIATE FOLLOW-UP AT LOWER LEVEL. WE DO NOT KNOW, FOR EXAMPLE, WHETHER THERE IS DESIRE ON KREISKY'S PART TO HANDLE MATTER PERSONALLY OR RESTRICT NUMBER OF OTHERS IN GOA AWARE OF HIS APPROACH. TALKING POINTS ARE AS FOLLOWS:

A. THE OCTOBER 18 US POLICY STATEMENT ON SPENT FUEL STORAGE WAS PRIMARILY DOMESTIC IN APPLICATION THOUGH IT ALSO HAS IMPORTANT IF LIMITED FOREIGN APPLICATIONS.

B. BY WAY OF BACKGROUND, I WILL FIRST SUMMARIZE OUR SITUATION WITH REGARD TO IMPLEMENTATION OF THE US STORAGE PROGRAM:

(I) - IMPLEMENTATION OF THE DOMESTIC PROGRAM MUST START WITH IDENTIFYING NEEDS AND DESIRES OF DOMESTIC SPENT FUEL OWNERS:

(II) - THE OWNERSHIP AND MANAGEMENT (GOVERNMENT OWNED, UNDER CONTRACT, ETC.) MUST BE WORKED OUT, AND FUNDING REQUESTED AND OBTAINED;

(III) - SUITABLE SITES WHICH ARE TECHNICALLY AND POLITICALLY ACCEPTABLE MUST BE IDENTIFIED;  
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(IV) - DOE MUST COMPLETE A SUITABLE ENVIRONMENTAL IMPACT STATEMENT;

C. WITH REGARD TO THE FOREIGN SPENT FUEL QUESTION, NEW LEGISLATION PROVIDES FOR FULL OPPORTUNITY FOR CONGRESSIONAL REVIEW: THIS AND THE RELATED ASPECT OF PUBLIC ACCEPTANCE MUST BE CAREFULLY WORKED OUT, AND COULD TAKE CONSIDERABLE TIME. QUESTIONS RAISED BY OTHER COUNTRIES REGARDING STORAGE OF FOREIGN SPENT FUEL WILL BE GIVEN INDIVIDUAL ATTENTION, TO SEE IF THE CIRCUMSTANCES WARRANT STORAGE OF SUCH FUEL IN THE US.

D. IN THESE CIRCUMSTANCES, WE ARE NOT IN A POSITION AT THIS TIME TO GIVE A COMMITMENT WITH REGARD TO AUSTRIA'S FUTURE SPENT FUEL.

E. WE CAN STATE THAT, SUBJECT TO SUCCESSFUL WORKING OUT OF THE STEPS DESCRIBED ABOVE, AND TO AVAILABLE CAPACITY, THE AUSTRIAN REQUEST WOULD BE SERIOUSLY CONSIDERED.

F. WE WISH TO NOTE THAT THE AUSTRIAN INTEREST APPEARS NOT TO BE FOR A SINGLE SHIPMENT BUT FOR A GENERAL US AUSTRIAN ARRANGEMENT FOR US STORAGE OF ALL SPENT FUEL FROM THIS REACTOR. WHILE THE OCTOBER 18 STATEMENT ENVISAGED PRIMARILY ACCEPTANCE OF FOREIGN SPENT FUEL WITHIN A TIME PERIOD WHICH WOULD BE SPECIFIED, WE WILL BE PREPARED TO EXAMINE FURTHER THE AUSTRIAN REQUEST. IN CONSIDERING IT, IT WOULD BE USEFUL TO ARRANGE AT THE APPROPRIATE TIME FOR SYSTEMATIC BILATERAL DISCUSSIONS OF AUSTRIA'S NUCLEAR POWER PLANS, SPENT FUEL PROGRAM, AND COOPERATIVE AND INTERNATIONAL STORAGE OPTIONS. WE WILL ALSO HAVE TO TAKE INTO ACCOUNT LIKELY REQUESTS OF A SIMILAR CHARACTER FROM  
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OTHER COUNTRIES.

G. ONE FURTHER POINT IS THAT ACCEPTANCE BY THE US PUBLIC AND CONGRESS, AND SUCCESSFUL IMPLEMENTATION BY THE ADMINISTRATION, OF A FOREIGN SPENT FUEL STORAGE PROGRAM MAY DEPEND IN PART ON THE DEGREE TO WHICH SUCH STORAGE BY THE US IS AN ELEMENT IN A LARGER WORLDWIDE COOPERATIVE EFFORT TO MANAGE THE NUCLEAR WASTE PROBLEM CAREFULLY.

THUS WE ATTACH CONSIDERABLE IMPORTANCE TO EXAMINATION OF THIS QUESTION IN INFCE AND TO JOINT EFFORTS WITH INTERESTED COUNTRIES (WHICH MIGHT BEGIN EVEN WHILE INFCE IS UNDERWAY) TO IDENTIFY AND IMPLEMENT MUTUALLY ACCEPTABLE LONG-TERM STRATEGIES. IF WE CAN CONSULT AND COOPERATE WITH YOU IN PURSUING SUCH INTERNATIONAL STORAGE OPTIONS, WE WOULD BE INTERESTED IN DOING SO.

4. DEPARTMENT IS NOT CLEAR WHETHER THE POINTS ABOVE WOULD GIVE KREISKY SUFFICIENT ADDED CONFIDENCE TO APPROVE OPERATION OF THE REACTOR. REQUEST EMBASSY FURTHER VIEWS ON THIS POINT AFTER USE OF ABOVE POINTS. WE WOULD PREFER NOT AT THIS TIME TO ESTIMATE WHEN A MORE DEFINITIVE ANSWER CAN BE GIVEN, BUT WILL WANT TO STAY IN TOUCH WITH EMBASSY ON TIMING CONSIDERATIONS IN AUSTRIAN CASE. THE BILATERAL DISCUSSION AND REVIEW OF OPTIONS SUGGESTED ABOVE MIGHT SHED LIGHT ON SOME FURTHER HELPFUL STATEMENT THE US COULD MAKE IN THE NEAR TERM (E.G. US READINESS TO APPROVE RETRANSFER OF THE FUEL TO SOME DEFINED OR OTHERWISE ACCEPTABLE ALTERNATE STORAGE DISPOSAL LOCATION; TRANSFER FOR REPROCESSING WOULD RAISE ADDITIONAL COMPLICATIONS). WE WOULD ALSO LIKE TO HAVE ANY READOUT ON KREISKY'S TRIP TO THE USSR OR ANY FURTHER INFORMATION EMBASSY HAS ON AUSTRIAN THINKING ON THAT POINT.

5. DOE ADVISES THAT, DESPITE IMPRESSION CONVEYED TO EMBASSY BY AUSTRIAN AUTHORITIES, THE AUSTRIAN EMBASSY IN

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WASHINGTON HAS NOT REPEAT NOT RAISED ANY QUESTION WITH DOE IN REGARD TO PREVIOUS (MAY 1977) INQUIRY (SEE REF C) REGARDING GKT INTENTION TO REPROCESS US ORIGIN SPENT FUEL AT COGEMA AND/OR BNFL. ON JANUARY 9, HOWEVER, THE AUSTRIAN EMBASSY DID PRESENT THE DEPARTMENT WITH AN AIDE MEMOIRE, PRIMARILY ON THE QUESTION OF WHETHER AND UNDER WHAT CONDITIONS THE US WOULD STORE AUSTRIAN SPENT

FUEL, WHICH MENTIONS IN PASSING THAT AUSTRIA IS CONSIDERING A PROPOSAL BY COGEMA OF FRANCE FOR INTERIM STORAGE AND LATER REPROCESSING OF SPENT FUEL.

6. REGARDING CONTRACT WITH COGEMA, WHILE WE UNDERSTAND THE AUSTRIANS' DESIRE TO EXPLORE ABOVE POSSIBILITY AT THIS TIME, WE WOULD CONSIDER A FORMAL REQUEST FOR US APPROVAL TO BE PREMATURE IN VIEW OF THE EXISTING GENERAL US POLICY ALREADY INDICATED TO OTHER COUNTRIES AND, APPLICABLE TO ALL SUCH REQUESTS, TO APPROVE RETRANSFERS FOR REPROCESSING ONLY ON CASE-BY-CASE BASIS WHEN THE NEED TO TRANSFER IS IMMEDIATE AND PRESSING, SUCH AS INABILITY OF SPENT FUEL STORAGE BASIN(S) TO ACCOMMODATE A SCHEDULED DISCHARGE. IN THIS LATTER

CONNECTION, IT IS OUR UNDERSTANDING THAT THE CURRENT SPENT FUEL STORAGE BASIN OF AUSTRIA'S FIRST NUCLEAR POWER PLANT WILL NOT BE FILLED TO CAPACITY UNTIL 1985 (1981 EVEN IF A FULL CORE DISCHARGE CONTINGENCY SPACE IS MAINTAINED). AUSTRIANS SHOULD, THEREFORE, KEEP IN MIND THAT ANY REPROCESSING CONTRACT ENTERED INTO WITH COGEMA, OR BNFL, AT THIS TIME WOULD HAVE TO BE WITHOUT ANY ASSURANCE THAT US APPROVAL OF THE RETRANSFER TO COGEMA--WHICH UNDER OUR AGREEMENT FOR COOPERATION WOULD BE A PRECONDITION OF ANY SUCH RETRANSFER--WOULD BE FORTHCOMING. VANCE

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ORIGIN EUR-12

INFO OCT-01 ISO-00 /013 R

66011  
DRAFTED BY EUR/RPE:WRSALISBURY  
APPROVED BY EUR/RPE:WRSALISBURY  
-----119256 222201Z /72  
R 221815Z FEB 78  
FM SECSTATE WASHDC  
INFO AMEMBASSY COPENHAGEN 0000

C O N F I D E N T I A L STATE 044121

FOLLOWING REPEAT STATE 044121 ACTION VIENNA FEB 20.

QUOTE C O N F I D E N T I A L STATE 044121

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5. DOE ADVISES THAT, DESPITE IMPRESSION CONVEYED TO EMBASSY BY AUSTRIAN AUTHORITIES, THE AUSTRIAN EMBASSY IN WASHINGTON HAS NOT REPEAT NOT RAISED ANY QUESTION WITH DOE IN REGARD TO PREVIOUS (MAY 1977) INQUIRY (SEE REF C)  
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UNQUOTE VANCE

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NNN

## Message Attributes

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**Capture Date:** 01 jan 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
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**Draft Date:** 20 feb 1978  
**Decaption Date:** 01 jan 1960  
**Decaption Note:**  
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**Disposition Approved on Date:**  
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**Disposition Comment:** 25 YEAR REVIEW  
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**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
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**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 3542293  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** REQUEST FOR US ASSISTANCE IN HANDLING NUCLEAR SPENT FUEL  
**TAGS:** ENRG, MNUC, TECH  
**To:** VIENNA USIAEA  
**Type:** TE  
**vdkgvwkey:** odbc://SAS/SAS.dbo.SAS\_Docs/871261d3-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Sheryl P. Walter  
Declassified/Released  
US Department of State  
EO Systematic Review  
20 Mar 2014  
**Markings:** Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014